ACTIONS TO ACHIEVE
PROJECTS AND PROGRAMS

IDENTIFY
OPTIONS AND
PROJECTS

COMMUNITY
INPUT AND
CONFIRMATION

DEVELOP
PROJECTS AND
PROGRAMS

EVALUATE
PRIORITIZE

DEVELOP
RESOURCE
STRATEGY

PUBLIC
PRESENTATION
AND
CONFIRMATION
OF PLAN

IDENTIFY AND
OBTAIN
RESOURCES

ESF #14 LTCR

PROJECT + PROGRAM DEVELOPMENT GUIDE

A Guide and Template to Assist in the Development of LTCR Projects and Programs

BUILDING BACK SAFER. STRONGER. SMARTER.

QUICK START
USING THE ESF #14 LTCR TOOLBOX

ESF #14 LTCR ToolBox (LTCR ToolBox) includes tools – LTCR Tools – that aid a community's long-term recovery from a disaster. LTCR Tools were developed in Iowa by a team of recovery professionals and subject-matter experts with the ESF #14 Long-Term Community Recovery (LTCR) Team.

LTCR ToolBox includes:

**ESF #14 LTCR
COMMUNICATIONS MAPPING TOOL**

**ESF #14 LTCR
DECISION-MAKING TOOL**

**ESF #14 LTCR
PROJECT + PROGRAM DEVELOPMENT GUIDE**

**IOWA ESF #14 LTCR
RESOURCE GUIDE**

Here's what you need to know:

1 Read the Introduction booklet first.

2 LTCR Tools are generally used in the sequence shown in the LTCR ToolBox list above, but the sequence may change depending upon where your community is in the recovery process and the kind of help you need.

3 Select the LTCR Tool you are interested in using.

4 Familiarize yourself with the Step-by-Step instructions included within each LTCR Tool.

You are now ready to begin using the LTCR Tools to help your community with its recovery.

5 Use the accompanying CD to print templates and tools as well as search the *Iowa ESF #14 LTCR Resource Guide.*

For information on community assistance and interagency coordination for redevelopment and recovery in Iowa, contact Rebuild Iowa Office (RIO) at www.rio.iowa.gov or call 515-242-5004.

INTRODUCTION TO ESF #14 LTCR

ESF #14 LTCR is a Federal Emergency Management Agency (FEMA) Program that selectively offers unique support to communities recovering from a disaster. LTCR is also a process to help communities organize and manage their long-term recovery. The process provides a framework to help disaster-challenged communities:

- Articulate a vision for their post-disaster future.
- Identify disaster-related projects and programs to achieve their vision.
- Identify opportunities that become possible through recovery.
- Facilitate partnerships to coordinate and maximize resources that can be applied to the community's long-term recovery needs.

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OVERVIEW OF ESF #14 LTCR PROGRAM + PROJECT DEVELOPMENT GUIDE

ESF #14 Long-Term Community Recovery (LTCR) Technical Assistance Teams created the ESF #14 LTCR Project + Program Development Guide (LTCR PDG) to assist with development of long-term community recovery project and program descriptions. Recovery planning is a complex process. A method is needed for consistently organizing information when developing and managing project and program descriptions. The LTCR PDG, which consists of a detailed questionnaire, facilitates collecting and analyzing information about goals, strategies and expected outcomes of proposed projects and programs, supporting a more efficient and effective recovery process.

Purpose of the LTCR PDG

ESF #14 LTCR developed the LTCR PDG to assist local governments and community stakeholders – including business groups, schools, local associations and community members – during the LTCR Process. Although tailored for this process, the PDG could add value to other planning processes that develop goal-oriented projects and programs.

Using the PDG to identify and organize information provides a number of benefits:
- It helps streamline data collection by providing a set of standard questions about important recovery-related issues. This makes it easier to identify and address critical information gaps.
- A thorough analysis of a project's or program's strengths and weaknesses is easier to complete when using information collected and organized in a PDG.
- It provides a consistent format for presenting information, making comparisons between projects or programs easier and more accurate. This type of analysis is critical for setting priorities and for determining whether a project or program will be further developed.
- A thoroughly and accurately completed PDG can serve as a consistent source of information for use in documents such as project summaries and media releases.
- Information collected in a PDG can assist with fundraising efforts, because PDG questions are similar to those in grant applications.
- As implementation of a project or program proceeds, PDG data can serve as a benchmark against which progress is measured.

PROJECT + PROGRAM DEVELOPMENT GUIDE

ESF #14 LTCR PROCESS

Typically, ESF #14 Long-Term Community Recovery (LTCR) Process occurs in two (2) phases: a Federal-led phase and a community-led phase. Both phases are supported by the State.

The first phase utilizes ESF #14 LTCR Technical Assistance and/or Targeted Planning Teams along with State support to guide communities through the LTCR Process. As a community moves through the LTCR Process, recovery activities gradually transition to community-led initiatives and implementation of identified projects and programs. During the second phase, communities are assisted by the State and receive ongoing Federal agency support, as appropriate. LTCR activities are generally sequenced as described below and shown in Figure 1.

ASSESSMENT – Considers disaster-specific damages and a community's capacity to respond.

VISION – Identifies how a community sees its post-disaster future and provides direction for recovery activities.

GOALS – Identifies goals, objectives and strategies to facilitate a community's long-term recovery and achieve its post-disaster vision.

PROJECTS AND PROGRAMS – Identifies projects and programs and determines resource strategies needed to successfully complete them.

IMPLEMENTATION – Establishes timetables, assembles resources and coordinates completion of community initiatives, projects and programs.

Public Participation

Community involvement is a necessary and critical element of the LTCR Process. Community collaboration strengthens and revitalizes a community after a disaster by building consensus for recovery. Public participation in the LTCR Process helps a community establish a vision and shared goals, informs community-planning processes and affirms forward direction. Community involvement occurs throughout the LTCR Process and at key milestones, as identified by the green diamonds in Figure 1.

ESF #14 LONG-TERM COMMUNITY RECOVERY (LTCR) PROCESS DIAGRAM

Figure 1. ESF #14 Long-Term Community Recovery (LTCR) Process Diagram identifies the progression of community recovery

ESF #14 LTCR TOOLBOX

For the purposes of this ToolBox, all references to Tools, ToolBox, Process, Vision, Goals, Objectives, Strategy, Projects and Programs are made within the context of the ESF #14 LTCR Process and should be considered as LTCR specific. The Glossary, provided in the Appendix, defines terms used in discussion of the LTCR Process.

The LTCR ToolBox includes four (4) LTCR Tools. These Tools, their connection to the LTCR Process and their connections to each other are discussed below.

ESF #14 LTCR
COMMUNICATIONS MAPPING TOOL

ESF #14 LTCR Communications Mapping Tool is a guide to stakeholder communications networks and techniques. The LTCR Communications Mapping Tool identifies effective communication techniques for gathering and sharing information important to a community's long-term recovery.

Connections: Communications Mapping Tool is most effective when used early in the LTCR Process so all activities benefit from effective communications. Users of other Tools benefit from the Communications Mapping Tool by knowing with whom and how best to communicate about potential projects, programs and resource strategies.

ESF #14 LTCR
DECISION-MAKING TOOL

ESF #14 LTCR Decision-Making Tool (LTCR DMT) is a process and template to guide decision making during disaster recovery. LTCR DMT provides a concise way to identify and prioritize potential projects and programs for further development.

Connections: DMT is used by communities to develop potential projects and programs that help realize community vision and accomplish goals. The DMT serves as a first step toward completing the ESF #14 LTCR Project + Program Development Guide. Project and program concepts developed by the DMT can be used to search for potential resource providers and partners in the *Iowa ESF #14 LTCR Resource Guide.*

ESF #14 LTCR
PROJECT + PROGRAM DEVELOPMENT GUIDE

ESF #14 LTCR Project + Program Development Guide (LTCR PDG) is a guide and template that assists the development of LTCR Projects and Programs. LTCR PDG provides a framework for developing projects and programs for implementation.

Connections: PDG is used to prepare for implementation of LTCR Plans. It draws on information generated by the LTCR Decision-Making Tool. Project and program descriptions generated by the PDG can be used to search for resource providers in the *Iowa LTCR Resource Guide.*

IOWA ESF #14 LTCR
RESOURCE GUIDE

Iowa ESF #14 LTCR Resource Guide is a directory of technical assistance resources and funding opportunities to support projects and programs developed through the LTCR Process. The *Iowa LTCR Resource Guide* helps connect LTCR Projects and Programs with potential partners or supporters.

Connections: The *Resource Guide* helps the community identify partners and resources for the implementation of LTCR Projects and Programs. Users of the *Resource Guide* draw information from DMT and PDG to guide resource searches.

The ESF #14 LTCR ToolBox supports the work of local communities and recovery professionals involved with long-term recovery. In assisting Iowa communities with their recoveries, ESF #14 Long-Term Community Recovery (LTCR) professionals identified and developed several recovery tools to help communities navigate through this often complex process. LTCR Tools address specific and critical stages of the LTCR Process. Tools facilitate communications, decision making, identification and development of projects and programs and the creation of resource strategies necessary for community long-term recovery.

Project Connections

Each ESF #14 LTCR Project or Program is potentially connected to a variety of elements that can influence the recovery process:

- Existing policy documents and post-disaster community vision statements, goals and objectives.
- General recovery projects and programs, other long-term community recovery projects and programs and non-recovery activities undertaken in the community.
- Governmental bodies and community organizations that oversee recovery activities and ongoing community development and implementation.
- Funding sources that finance program administration, project construction or other implementation efforts.

ESF #14 LTCR Connectivity Diagram provides a simplified example of potential relationships between these elements. Figure 2 illustrates that each project or program has its own connections to resources (A), vision and goals (B), sectors (C), other projects (D), stakeholders/organizations/local government (E) and policies (F). As the number of projects and programs grows, the total number of interconnections also rapidly increases, as shown in Figure 3.

The success of recovery efforts depends on effective identification and management of these relationships. Connections that help projects and programs to support one another can be promoted. For example, being able to locate two (2) programs in the same building may decrease construction expenses. Connections that would create conflicts, such as projects applying for the same grants, can also be addressed after they are identified.

Once an initial description for a project has been written, you can develop LTCR Connectivity Diagrams to assist with visualizing possible connections. A Connectivity Diagram that includes all possible elements may contain too many relationships to easily use; try limiting contents to only what is needed to answer a narrow set of questions. For example, a diagram showing only projects and stakeholder groups could be used to identify groups involved in recovery activities, those groups not yet involved and projects not associated with specific stakeholder groups.
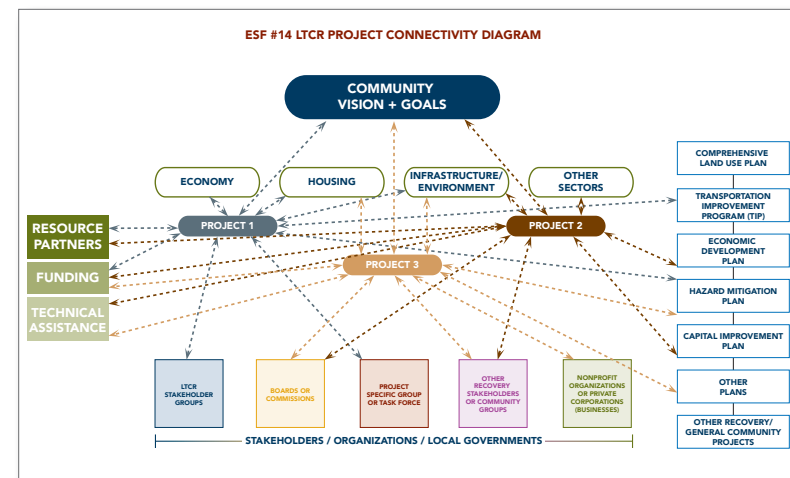

Figure 2. ESF #14 LTCR Connectivity Diagram showing relationships for one project

Figure 3. ESF #14 LTCR Connectivity Diagram showing relationships between multiple projects

INSTRUCTIONS FOR USE

ESF #14 LTCR Project + Program Development Guide (LTCR PDG) asks users a series of questions about the details of a proposed project or program. By answering these questions and recording the responses in an electronic version of the LTCR PDG, users will develop a thorough description of the project or program. These detailed project descriptions can be used when developing project summaries, public announcements, grant applications, implementation plans and other documents. The following instructions, definitions and suggestions guide the user through the process of using the PDG, describing the purpose of the PDG and its questions, helping maintain consistency in answers and identifying issues that should be addressed when developing responses.
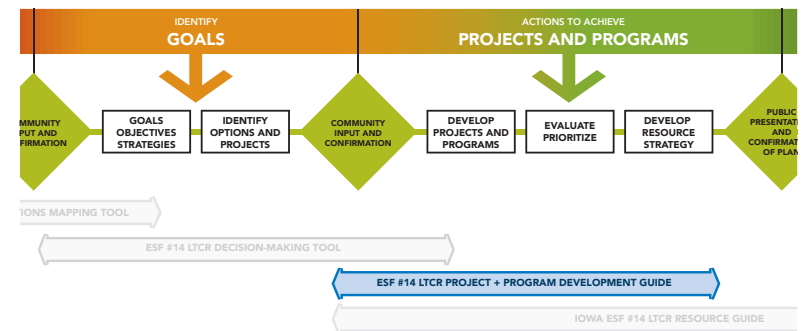
Figure 4. ESF #14 LTCR Process Diagram, Goals and Projects and Programs stages

Preparing to Use the ESF #14 LTCR PDG

The LTCR PDG is used after initial concepts for projects and programs have been identified and validated by the community during the Goals stage, as shown in Figure 4. These initial concepts can be found in the ESF #14 LTCR Decision-Making Tool (LTCR DMT) Table associated with this project.

Before starting work, determine who will be completing PDGs. A separate PDG needs to be completed for each project or program. PDGs may be completed by individuals, in groups or using a combination of these approaches. The approach most useful will depend on a number of factors, including the availability of people to spend time and effort completing PDGs and the complexity of proposed projects and programs. Because the process of completing PDGs requires an investment of time and effort, it is important to identify individuals who understand the necessary commitment and are able to remain involved from start to completion.

When feasible, an initial group workshop is recommended to start PDGs for each project or program. This format provides a number of benefits. Discussing questions in small groups helps participants establish common ground and creates connections between various community recovery efforts. Discussion often generates new and better ideas through the give and take of conversation.

Because written responses can be long and may be revised multiple times, the PDG was designed to be completed using a computer. However, if it will be used in a workshop or other group setting, initially completing the PDG by hand may be more efficient. Answers can be collected on individual printed copies of the PDG or on whiteboards or flip charts. After the workshop, transfer answers to the electronic copy of the PDG.

Prior to working on the LTCR PDG as shown in Figure 5, collect background information and information generated through the use of other LTCR Tools. This will simplify the process of completing the PDG by making accurate and specific facts easy to obtain.

Figure 5. A blank copy of the ESF #14 LTCR Project + Program Development Guide

What You Need to Use the LTCR PDG

- Community members committed to disaster recovery.
- Community vision and goal statements and initial concepts for projects and programs.
- Information on the disaster and the community:
  - Planning documents.
  - Statistics describing disaster impacts and pre-disaster conditions.
  - Input collected at public meetings.
- LTCR PDG in electronic format (found on the ESF #14 LTCR ToolBox CD).
- A computer and word processing software.
- Printed copies of the PDG with space inserted between questions for recording responses.

If using the PDG as a group exercise, additional materials include:
- A method for displaying PDG questions to users.
  - Large format printouts of the PDG or a projector and computer.
  - Individual copies of the PDG.
- Flip charts and markers to record comments.
- Facilitators to present and guide the discussion process.

Completing the LTCR PDG

Initial work with the LTCR PDG is focused on the development of a preliminary description for the chosen project or program. This is done by answering as many questions as possible in the PDG's nine (9) subject-based sections, shown in Figure 5. A printed copy of the PDG appears in the Appendix and an electronic version is included on the ESF #14 LTCR ToolBox CD. The Appendix also contains examples of completed PDGs. You may want to refer to these when reviewing Step-by-Step Guidance.

Provide initial responses to questions with as much detail as possible, but expect preliminary answers to be approximations. The level of detail in responses will increase over time as the project or program is researched and developed. Some of the needed information can be found in the completed ESF #14 LTCR Decision-Making Tool (LTCR DMT). A list of LTCR DMT questions and corresponding PDG questions is provided in the Appendix to simplify the transfer of this information from the DMT to the PDG. When unable to answer a question, note why and identify potential sources of information rather than leaving the field blank.

In most cases, technical resources such as architects, engineers, cost estimators or lawyers will be needed after initial project and program descriptions have been developed. These subject-matter experts will verify feasibility of proposals, confirm accuracy of facts and provide additional detail. If possible, participants with these skills should be involved in preparation of initial descriptions.

Questions in the PDG are primarily focused on the influence of the project or program on recovery. This limits the type of information appropriate for inclusion. Include information considered important, but outside the scope of PDG questions, as an attachment to the PDG. Doing this keeps additional information accessible and keeps PDG content concise and focused.

Many questions in the PDG are self-explanatory while others require clarification. Reviewing examples of completed PDGs, provided in the Appendix, will help clarify the intent of each question.

Step **ONE – LTCR PDG Introduction**

Figure 6. ESF #14 LTCR Project + Program Development Guide, Introduction questions

Community

Identifying the community (city, county, neighborhood or other designation) in which the project or program would be located is important because an LTCR PDG reader may be reviewing documents from many different communities. It is important when answering questions that you assume the reader has no familiarity with your community.

Project or Program Name

A descriptive name includes both a recovery-related action and a subject. Good examples of names are "Repair Rental Housing on Main Street" or "Develop a Streamlined Building Permit Process."

Sector

To group similar activities together, projects and programs are associated with particular categories called sectors in the LTCR Process. Standard sectors identify subjects most often associated with LTCR activity: Housing, Infrastructure + Environment and Economy. You may identify additional sectors as the need arises. The *Iowa ESF #14 LTCR Resource Guide*, also included in the ESF #14 LTCR ToolBox, employs nine (9) sectors to differentiate funding sources; identifying one or more of these sectors facilitates the effective use of the *Iowa ESF #14 LTCR Resource Guide*.

Project Champion

Project champion refers to a community member or other individual who has accepted responsibility to lead a project or program to completion. If an organization or group is coordinating the project or program, designate an individual to serve as the primary contact.

Contact Information

Providing contact information facilitates better communication.

Date

To keep track of the most recent version of a PDG, include the date on each revision.

Community Vision

This statement identifies a realistic post-disaster state that the community wishes to achieve. This vision is the benchmark against which all recovery decisions and activities are evaluated and is included at the beginning of the PDG to highlight its importance. Refer to *Long-Term Community Recovery Planning Process: A Self-Help Guide* (found on the ESF #14 LTCR ToolBox CD) to find information regarding methods for developing a post-disaster community vision.

Step **TWO – A. Project or Program Description**

Figure 7. ESF #14 LTCR Project + Program Development Guide, Project or Program Description questions

A1. Background (including disaster impacts associated with the project or program).

Background information should include a focused summary that supports the need for this specific project or program. Include information about pre-disaster conditions and disaster impacts; this explains the need for the project or program. You may include references to supporting documents and links to resources found on Web sites. Detailed background information, such as collected newspaper clippings, can be referenced in this response and attached as an appendix.

A2. Project or program description.

Provide a brief written description of the proposed project or program. Well-written descriptions address needs and issues identified in background information.

A3. Project or program type (e.g., program, policy, capital project, technical assistance).

When analyzing a project or program, it is important to know whether it involves a capital project that would result in construction of buildings, roads, parks or other physical structures; a program that would be operated by government agencies or community organizations; a written plan or policy that is intended to direct future activities; or some other approach.

A4. Scope of work.

Describe activities required for establishing or implementing a project or program. It is important that this response explain how all major elements presented in the description would be accomplished.

A5. Project or program benefits.

Identify benefits associated with this project or program. Benefits are identified in terms of five (5) categories that represent key recovery benefits.

How does this project or program:

- **Stimulate the community's economy or create economic opportunities?** Economic development plays an important role in recovery activities and most projects and programs have at least an indirect economic benefit, such as through temporary job creation.

- **Illustrate recovery activity?**

  Showing recovery is taking place is important because visible recovery activity improves community morale and demonstrates that the community is actively engaged. Describe in specific terms how this activity is apparent to the public, such as through development of a highly visible building or advertising of a new program.

- **Provide connections to other activities, sectors or resources?**

  Connections can provide a variety of benefits. They can facilitate communications between organizations involved in recovery, aid in coordination of fundraising efforts and allocation of available resources. They can help raise awareness of existing policies that may affect a project or program and encourage the development of links between projects and programs that allow them to reinforce one another. In answering this question, identify specific existing and proposed connections, along with their implications. For example, in a proposal to develop two (2) parks, existing connections include coordination by the city's parks department and potential connections include contracting of landscape design services for both projects together.

  To help identify connections, you can employ an approach illustrated by ESF #14 LTCR Connectivity Diagrams. See the related discussion under Project Connections, on page 4 of this document.

- **Benefit the community as a whole?**

  Projects and programs that impact most or all of a community are preferable, as they are more likely to help achieve the community's post-disaster vision.

- **Contribute to the community's quality of life?**

  Quality of life, which refers to general well-being of community members, is often difficult to quantify. This question is best answered by identifying particular factors such as the quality and quantity of schools, parks and recreational facilities, cultural resources, fire stations and hospitals, infrastructure such as streets, community services and housing opportunities.

A6. What are options/alternatives for this project or program? Why is this option/ alternative chosen?

To ensure that the best possible project or program is proposed, it is important to consider a variety of approaches. Describe realistic alternatives to the present proposal. Include options identified through the ESF #14 LTCR Decision-Making Tool (LTCR DMT). Provide an explanation as to why the proposal is the most appropriate option.

A7. Identify development and implementation timeframe(s). If implementation has begun, identify start date and provide a brief description of work to date.

It is important to understand the speed at which recovery activities would take place in order to determine whether time-sensitive needs can be met. Providing an accurate schedule will also help with coordination and fundraising. Initially, the schedule may include only major activities, such as permit approvals or grant application submission dates. As the project or program description becomes more detailed, adjust its schedule to reflect these changes.

Step THREE – B. Project or Program Impact

Figure 8. ESF #14 LTCR Project + Program Development Guide, Project or Program Impact questions

B1. Describe demographics of populations impacted by the project or program.
Identify characteristics of stakeholders likely affected by the proposed activity. This response helps illustrate scale of impacts and the level of need. For example, for a project focusing on development of subsidized senior housing you would identify how many senior community members need housing and how many qualify as low-income.

B2. What other persons or organizations might impact this project or program?
Identify how the project or program could be affected by stakeholders, so that potential problems can be addressed and potential benefits secured. For example, plans to develop a lot adjacent to the project site could create problems if proposed land uses are not compatible. Be sure to identify project partners, such as neighboring jurisdictions or nonprofit organizations.

B3. Describe geographic area of impact.
Answers to this question should take into consideration where most people affected by the project live and work. For example, a new elementary school primarily benefits neighborhood residents, but school district residents and employees living outside the community are also affected. You can identify the area of impact by name (for example, within the Jonesville city limits) or distance (within 10 miles of the airport).

B4. Is this project or program a precondition for any other activities?
Discuss whether this program or project needs to happen before other activities can proceed. Consider any connections the project or program may have that possess a potential to create delays or difficulties for other activities. In doing this, it is important to consider non-recovery activities, such as pre-disaster plans for road construction, as well as recovery-related activities. For example, expansion of an existing commercial district may require rezoning of adjacent land before development can begin.

Step **FOUR – C. Importance for Recovery**

Figure 9. ESF #14 LTCR Project + Program Development Guide, Importance for Recovery questions

C1. Is this a Long-Term Community Recovery (LTCR) project or program or general recovery project or program?

The ESF #14 LTCR Process addresses projects and programs that have a community-wide focus, rather than general recovery projects or programs that focus on needs of individuals or households.

C2. How would the project or program help achieve the post-disaster community vision?

For an LTCR Project or Program to be successful, it needs to assist in achieving a community vision created in response to the disaster. Describe in concrete terms how the project or program, by meeting its goals and objectives, helps achieve the post-disaster community vision.

C3. How does the project or program incorporate best practices for reducing future loss?

An important component of disaster-related planning is determining how to decrease impacts of future disasters. Identify methods for incorporating best practices – standard methods that provide the most effective solutions. For example, buildings subject to strong winds should be constructed using hurricane clips, which securely connect roof to walls. Incorporating best practices improves safety and creates opportunities to obtain hazard mitigation funding.

C4. How does the project or program support sustainable development or practices through efficient use of energy, land and natural resources?

Sustainability is an increasingly important issue. In addition to providing environmental benefits, sustainable development and practices can save money, heighten public visibility, indicate a forward-thinking orientation and create opportunities for securing additional funding. Approaches for incorporating sustainable practices into projects and programs change often; obtaining advice from someone with expertise in sustainable development or practices is recommended.

C5. How does the project or program increase recovery benefits, such as through connections to other activities?

Connecting projects and programs so that they share resources (such as funding sources, a building or site, or staff) is a relatively easy way to increase efficiency of recovery efforts. Other methods include structuring a project or program proposal to receive more media attention, attract more funding or be completed more quickly. Identifying a replacement project that provides greater benefits than what previously existed is another strategy. An example of this is a school that is rebuilt to include better and larger facilities than provided by the school being replaced.

C6. How does the project or program build community capacity (the community's ability to manage recovery activities efficiently and effectively)?
While most projects and programs strengthen recovery efforts to some degree, only identify project and program proposals that have a substantial and direct impact on the community's ability to manage its recovery activities. Examples include programs that facilitate recovery (housing assistance or economic development programs) and buildings that contain such programs (a city hall).

D3. Does this project or program require multiple resource partners (e.g., technical assistance and funding resources)? Include contact information if known.
Involvement of many partners is beneficial, due to direct assistance they provide and because their involvement indicates broad support. Having multiple partners will require you to concentrate more on coordination and communication. Identifying partners early gives you a greater opportunity to maximize benefits and minimize difficulties.

Step **FIVE – D. Community Support and Coordination**

Figure 10. ESF #14 LTCR Project + Program Development Guide, Community Support and Coordination questions

D1. Is there an agency or organization whose approval of the project or program is required? Include contact information if known.
Many projects and programs require some type of formal approval. By identifying these milestones early in the process, you identify potential scheduling problems.

D2. Is this project or program part of a multi-agency effort? Are there Memoranda of Agreement/Understanding (MOA/MOU) between multiple organizations?
Involvement of multiple governmental agencies or organizations generally requires formal agreements. Identifying these requirements early helps reduce possible coordination problems during the implementation stage.

D4. What support by the community has been documented?
Many resource providers consider the type and amount of community support received to be a measure of how likely the project or program is to succeed. Support takes many forms: a resolution of support by the local government, public participation, donations and involvement by community organizations are a few.

D5. Does the community have the workforce and resources to sustain the project or program?
Identifying workers and nonfinancial resources necessary for implementing and maintaining the project or program is as important as identifying financial resources. Nonfinancial resources include skilled leaders, public infrastructure such as electrical service, technical assistance and access to the media or other means of communication used to publicize the project or program.

Step SIX – E. Phasing

Figure 11. ESF #14 LTCR Project + Program Development Guide, Phasing questions

E1. Does this project or program have any prerequisites?
Identify other recovery projects, programs or community activities that must be completed before the present project or program can proceed. Previous analysis regarding connections will help you answer this question.

E2. Identify any opportunities to implement the project or program in phases.
In some cases, it may be necessary or beneficial for you to implement parts of a project or program over time. This can address limited funding or resources, permit quicker implementation of large projects or meet fast approaching deadlines.

E3. Is the project or program achievable within a three- (3) to five- (5) year timeframe?
Attempt to keep projects and programs to a tight timeframe. This helps avoid public disillusionment with recovery efforts and allows you to take advantage of the strong sense of community cohesiveness or "unity of purpose" usually found in the aftermath of a disaster. If a project or program cannot be implemented within this timeframe, it may be a sign that it is not critical for long-term community recovery.

Step SEVEN – F. Cost Estimates/Financial Considerations

Figure 12. ESF #14 LTCR Project + Program Development Guide, Cost Estimates/Financial Considerations questions

F1. Anticipated project or program costs (attach a separate page if necessary).
Project and program costs identified early in the process facilitate investigation of funding sources. Rough cost estimates are generally calculated based on a project's square footage, the number of employees a program will require or by investigating similar projects.

F2. What funding and/or other resources are available to develop and implement the project or program?
Identifying funding sources and/or technical resources and the amount of assistance they can provide helps determine feasibility and if a more or less ambitious project or program is appropriate. Identify any opportunities for funding sources available through partners, including other government jurisdictions.

F3. What other funding is committed?
Committed funding is one indication of the existing level of support and the feasibility of the project or program. Identify both the amount of funding and the source, as both are important for gauging support and will assist with future fundraising efforts.

F4. What other funding has been expended?
Identify how much funding has been expended, the source of funding and on what it was spent.

F5. Identify a detailed operational budget (attach a separate page if necessary).
If a project or program requires an operational budget, include estimated expenditures here as well as sources of income, such as rental income or annual grants, associated with operations.

F6. Identify any funding gaps.
In addition to identifying gaps in funding, note if these gaps are related to particular types of expenses. For example, a mixed-income housing project may have secured full funding for construction for low-income senior apartments, but not for construction of market-rate apartments.

F7. If funding gaps exist, what are likely sources of funding?
If you are unable to identify funding sources to cover all expected costs, document other potential funding sources not yet investigated.

Step **EIGHT – G. Feasibility**

G1. Is this project or program feasible (high, moderate, low likelihood of becoming a reality)? For example, does the project or program have any significant obstacles or challenges?

Review the contents of the LTCR PDG and estimate how likely it is that this project or program can be implemented as described and given current conditions. This rating helps determine which projects and programs are priorities and which ones can be put on hold or eliminated. Update this rating as you make changes to the proposal and as conditions in the community change.

Step **NINE – H. Next Steps**

H1. What are the next steps in connecting the project or program to other initiatives in the community? To the community as a whole?

Because of the importance of having well-connected projects and programs, an important initial implementation step is to strengthen or create connections. Re-evaluate potential connections identified in the PDG by updating LTCR Connectivity Diagram and describing ways to facilitate these connections.

Figure 13. ESF #14 LTCR Project + Program Development Guide, Feasibility and Next Steps questions

Step TEN – Revising Project and Program Descriptions

After completing draft LTCR PDGs for each project or program, review and evaluate them, making revisions based on the evaluation's results. Conduct this evaluation process in a group setting, where different perspectives are available. This makes it easier to identify changes that improve project and program descriptions, strengthen their ability to assist with recovery and make them more attractive to funders.

Evaluation criteria will vary, but the following targets apply to every PDG:
- Every question is answered.
- Responses to questions contain detail sufficient to explain need for the project or program, the benefits it will provide and how it will provide these benefits.
- Answers do not include unnecessary information that weakens the message or distracts the reader.
- Answers are consistent with one another and with those from other PDGs or outside sources.
- Responses describe obstacles or weaknesses described along with their significance.

If PDG content does not meet these criteria, revise and re-evaluate the project. This process takes time; make sure your schedule can accommodate a thorough review process.

Evaluation may indicate that certain proposals are not feasible, or would have a limited effect on recovery, and need to be set aside. You may also decide to complete additional PDGs as new ideas for projects and programs emerge from the review.

You may want to prepare an LTCR Connectivity Diagram that identifies features specific to your recovery effort. Figure 14 provides an example of such a diagram. Use this diagram during discussions to help illustrate relationships and identify potential connections to investigate.
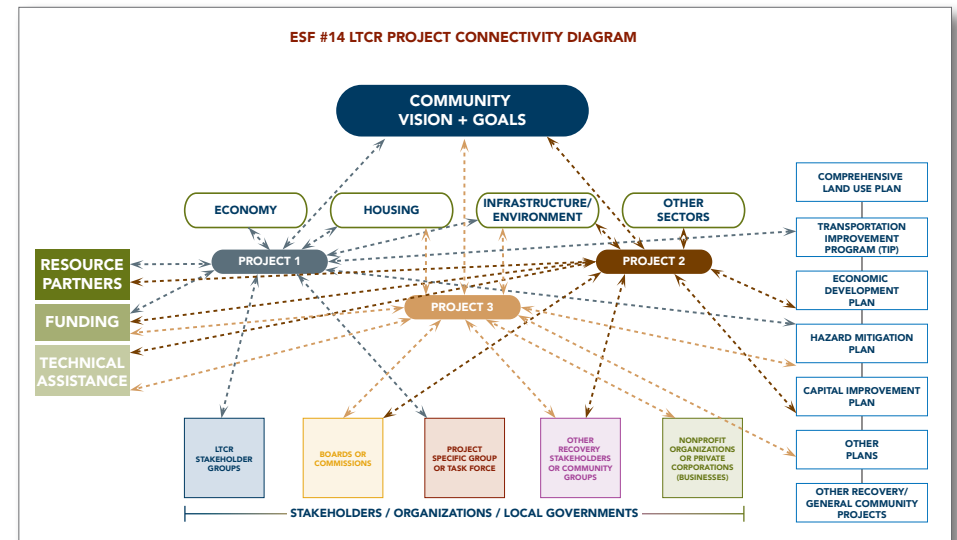
Figure 14. ESF #14 LTCR Connectivity Diagram showing relationships between multiple projects

Step ELEVEN – Final Project and Program Evaluation

After LTCR PDGs for all projects and programs are evaluated and revised, as shown in Figure 15, complete a final evaluation to help set priorities. The primary criteria for setting priorities is feasibility (how likely is the project or program to succeed) and importance for recovery (how great a benefit will the project or program provide).

At this point in the process, consider using the Project Recovery Value Worksheet presented in *Long-Term Community Recovery Planning Process: A Self-Help Guide* to assess the relative impact on your community of each proposed project and program. The Project Recovery Value Worksheet helps determine which project and programs provide strong benefits in a reasonable timeframe or provide an early, visible success that can maintain morale and recovery effort momentum. It does this by asking a series of questions related to those in the PDG. The *Self-Help Guide* is found on the ESF #14 LTCR ToolBox CD.

Step TWELVE – Validation

After completing a final LTCR PDG evaluation process, consider ways of collecting and presenting project and program summaries (rather than PDGs themselves) in a single document such as a plan. This document will serve as a road map to community recovery by presenting the community's vision and goals alongside projects and programs your research has identified as means to achieve them. Its contents should describe each project and program, identify needs, provide proof of community support and include cost estimates. Use this document to market proposals to government agencies, nonprofit groups or private-sector investors with funding capabilities. The *Self-Help Guide* includes a discussion of recovery plan preparation that can assist with development of this document.

As shown in Figure 15, after finalizing the document you should hold an event at which you present the document along with other results of the LTCR Process to the public. This event facilitates public confirmation and support of the plan by permitting stakeholders an opportunity to view progress, voice their preferences and provide feedback about priorities and additional information.

Figure 15. ESF #14 Long-Term Community Recovery (LTCR) Process Diagram, Projects and Programs stage

FORWARD ACTION

Development of project and program descriptions using the ESF #14 LTCR Project + Program Guide (LTCR PDG) moves the community closer to realizing its post-disaster vision. The following forward actions – which involve identifying and securing resources and making plans for implementation – are recommended to help the community to take the next steps shown in Figure 16.

- Completed PDGs should be used as sources of information rather than as final documents provided to the public. Consider potential uses for information collected in PDGs and appropriate formats for presenting this information. Some strategies for repackaging project and program descriptions include preparing posters or leaflets to increase public awareness and creating brief project summaries for inclusion in media releases and funding applications.
- Conduct research about providers of assistance, contacting potential resource partners and developing applications for funding based on information collected in PDGs, using the *Iowa ESF #14 LTCR Resource Guide*.
- Review proposed scope of work for each project and program to identify next steps necessary for implementation.
- Establish procedures to monitor progress of project and program implementation activities.

- Communicate results of the PDG process to the community and stakeholder groups. Use the ESF #14 LTCR Communications Mapping Tool where appropriate to identify groups and communications techniques.
- Periodically review PDG contents as well as project summaries and make updates as necessary to maintain the usefulness of these documents.
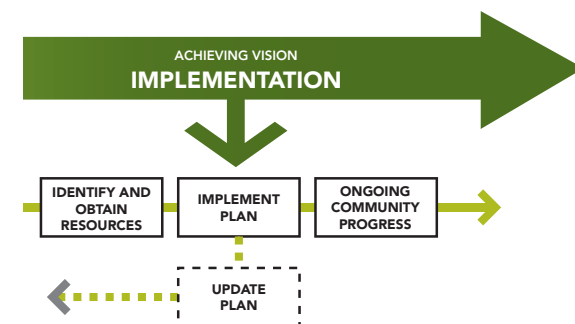
Figure 16. ESF #14 Long-Term Community Recovery (LTCR) Process Diagram, Implementation stage

APPENDIX

- Glossary

- ESF #14 LTCR Project + Program Development Guide
(LTCR PDG)

- Corresponding Questions in the ESF #14 LTCR Decision-
Making Tool (LTCR DMT)

- Examples of Completed PDGs

GLOSSARY

CD – Compact Disc
DMT – Decision-Making Tool
ESF – Emergency Support Function
FEMA – Federal Emergency Management Agency
LTCR – Long-Term Community Recovery
MOA/MOU – Memorandum of Agreement/Memorandum of Understanding
PC – Personal Computer
PDG – Project + Program Development Guide
RIO – Rebuild Iowa Office
SMART – Specific. Measurable. Achievable. Realistic. Timely. (e.g. SMART Objective)

Brainstorming – A problem-solving technique used in a group setting in which participants generate a large number of ideas and options but do not immediately evaluate the results.

Community Capacity – Ability of the community to manage recovery activities.

Connectivity – Connections between projects, groups or communities, such as sharing of resources, which make them mutually supportive and increase their feasibility. Also, physical connections between parts of a community, such as bike trails or roads due to close proximity. Related terms include connections, linkage, ability to connect and interconnection.

Facilitate – To make easier or help accomplish a goal. Related terms include assist, increase the likelihood of, expedite and promote.

Feasibility – A measure of the likelihood that a project can be implemented based on current plans, budgets, resources and other circumstances.

Feedback Loop – A process for evaluating results of a long-term community recovery process by comparing results to vision, goals and objectives. Also, a process for confirming that intended messages have been received and understood.

General Recovery – Process through which immediate or short-term recovery actions are undertaken.

Goal – A statement that broadly identifies intended future results needed to achieve a community's post-disaster vision.

Implementation – Process through which a project is completed by the community.

Issue – A condition created or made worse by a disaster and that may be addressed by a project or program.

Leverage – To obtain a greater benefit by combining or coordinating resources, assets or strategies. Related terms include influence, induce, increase and stimulate.

Linkage – Relationships between projects or communities, such as sharing of resources, which make them mutually supportive and increase their feasibility. Related terms include relationship and association.

Long-Term Community Recovery – The process of establishing a community-based, post-disaster vision and identifying projects or programs and funding strategies best suited to achieve that vision and employing a mechanism to implement those projects or programs.

LTCR Plan – A document describing LTCR vision, goals and objectives to be achieved and the process used to arrive at the vision, goals and objectives. Typically, background information about the context of the Plan is included.

Need – Amount of recovery assistance a community requires to return to pre-disaster conditions.

Objective – A statement identifying a Specific, Measurable, Achievable, Realistic and Timely (SMART) outcome which accomplishes a goal.

Opportunity – A positive possibility which requires activity to realize.

Plan – See LTCR Plan.

Policy – A principle or course of action chosen to guide decision-making and formalized in a law, ordinance, plan or guideline.

Post-Disaster Community Vision – A statement or set of statements that describes a realistic condition that the community wishes to achieve and which provides inspiration and long-term direction for recovery activities.

Prerequisite – An activity that must be completed before other activities can take place.

Program – An ongoing set of activities and resources managed to achieve specific outcomes, achieve a community's recovery goals and fulfill its vision. This term is understood to include other types of ongoing efforts.

Project – An activity intended to create a physical product, such as new housing or a document, that achieves a community's recovery goals and fulfills its vision. This term is understood to include plans and other tangible products.

Project Champion – A community member or other individual who has accepted responsibility to lead a project or program to completion.

Quality of Life – The general well-being of an individual or community. To measure quality of life, LTCR considers the quality and quantity of the natural environment, community services, infrastructure and critical facilities such as roads and fire stations, housing opportunities, recreational facilities and culturally-significant places.

Sector – Subject-based categories used to classify projects and programs so that similar activities can be grouped together. Standard sectors used in the LTCR planning process are Housing, Infrastructure/Environment and Economy; these are categories most often needing recovery activity. Other sectors may be created or adapted as needed: for example, *Iowa ESF #14 LTCR Resource Guide* identifies nine (9) sectors for classifying resources.

Stakeholder – A person who has an interest in the results of a general recovery effort or a particular project. A stakeholder may be a resident of the community, member of a religious, social and other community organization (the general public); an elected or appointed official or government employee (government); or a business owner or employee (private sector).

Strategy – A specific method needed to achieve goals and objectives. Typically, multiple strategies can be identified to achieve the same objective. Also, a document similar to an LTCR Plan that may not identify specific projects.

Subject-Matter Experts – A person who is an expert in a particular subject or in performing a specialized job, task or skill.

Sustainable Development – Development characterized by prudent use of energy, water and natural resources to ensure healthy communities for future generations.

Sustainable Practices – Operating a building or program in an environmentally sustainable manner, characterized by prudent use of energy, water and natural resources, to ensure healthy communities for future generations.

Technical Assistance – Advice, assistance or training related to a technical subject. Typical forms of technical assistance include fundraising aid, financial planning, legal advice and marketing assistance.

Vision – See Post-Disaster Community Vision.

ESF #14
LONG-TERM COMMUNITY RECOVERY

FEMA

ESF #14 LONG-TERM COMMUNITY RECOVERY
PROJECT + PROGRAM DEVELOPMENT GUIDE (PDG)

COMMUNITY

PROJECT OR PROGRAM NAME

SECTOR

PROJECT CHAMPION

CONTACT INFORMATION

Name _____ Title

Phone _____ Cell _____ E-mail

DATE

COMMUNITY VISION

A. PROJECT OR PROGRAM DESCRIPTION

☐ *A1. Background (include disaster impacts associated with the project or program).*

☐ *A2. Project or program description.*

☐ *A3. Project or program type (e.g., program, policy, capital project, technical assistance).*

☐ *A4. Scope of work.*

☐ *A5. Project or program benefits. How does the project or program:*

- *Stimulate the community's economy or create economic opportunities?*

- *Illustrate recovery activity?*

- *Provide connections to other activities, sectors or resources?*

- *Benefit the community as a whole?*

- *Contribute to the community's quality of life?*

☐ *A6. What are options/alternatives for this project or program? Why is this option/alternative chosen?*

☐ *A7. Identify development and implementation timeframe(s). If implementation has begun, identify start date and provide a brief description of work to date.*

B. PROJECT OR PROGRAM IMPACT

☐ *B1. Describe demographics of populations impacted by the project or program.*

☐ *B2. What other persons or organizations might impact this project or program?*

☐ *B3. Describe geographic area of impact.*

☐ *B4. Is this project or program a precondition for any other activities?*

This template was developed as an ESF #14 Long-Term Community Recovery (LTCR) Tool to aid LTCR Project and Program development. It may be adapted for general recovery or other initiatives.

C. IMPORTANCE FOR RECOVERY

- ☐ C1. Is this a Long-Term Community Recovery (LTCR) project or program or general recovery project or program?
- ☐ C2. How would the project or program help achieve the post-disaster community vision?
- ☐ C3. How does the project or program incorporate best practices for reducing future loss?
- ☐ C4. How does the project or program support sustainable development or practices through efficient use of energy, land and natural resources?
- ☐ C5. How does the project or program increase recovery benefits, such as through connections to other activities?
- ☐ C6. How does the project or program build community capacity (the community's ability to manage recovery activities efficiently and effectively)?

D. COMMUNITY SUPPORT AND COORDINATION

- ☐ D1. Is there an agency or organization whose approval of the project or program is required? Include contact information if known.
- ☐ D2. Is this project or program part of a multi-agency effort? Are there Memoranda of Agreement/Understanding (MOA/MOU) between multiple organizations?
- ☐ D3. Does this project or program require multiple resource partners (e.g., technical assistance and funding resources)? Include contact information if known.
- ☐ D4. What support by the community has been documented?
- ☐ D5. Does the community have the workforce and resources to sustain the project or program?

E. PHASING

- ☐ E1. Does this project or program have any prerequisites?
- ☐ E2. Identify any opportunities to implement the project or program in phases.
- ☐ E3. Is the project or program achievable within a three- (3) to five- (5) year timeframe?

F. COST ESTIMATES/FINANCIAL CONSIDERATIONS

- ☐ F1. Anticipated project or program costs (attach a separate page if necessary).
- ☐ F2. What funding and/or other resources are available to develop and implement the project or program?
- ☐ F3. What other funding is committed?
- ☐ F4. What other funding has been expended?
- ☐ F5. Identify a detailed operational budget (attach a separate page if necessary).
- ☐ F6. Identify any funding gaps.
- ☐ F7. If funding gaps exist, what are likely sources of funding?

G. FEASIBILITY

- ☐ G1. Is this project or program feasible (high, moderate, low likelihood of becoming a reality)? For example, does the project or program have any significant obstacles or challenges?

H. NEXT STEPS

- ☐ H1. What are the next steps in connecting the project or program to other initiatives in the community? To the community as a whole?

COMMUNITY VISION:	
GOAL:	
DMT QUESTION	**CORRESPONDING PDG QUESTION**
PROJECT OR PROGRAM OPTIONS What potential projects or programs help accomplish your goal?	**A. PROJECT OR PROGRAM DESCRIPTION** A6. What are options/alternatives for this project or program? Why is this option/alternative chosen?
OPPORTUNITIES What OPPORTUNITIES exist to enhance potential projects and programs?	**A. PROJECT OR PROGRAM DESCRIPTION** A5. Project or program benefits. How does the project or program: ▪ Provide connections to other activities, sectors or resources? **C. IMPORTANCE FOR RECOVERY** C5. How does the project or program increase recovery benefits, such as through connections to other activities? **D. COMMUNITY SUPPORT AND COORDINATION** D2. Is project or program part of a multi-agency effort? Are there Memoranda of Agreement/Understanding (MOA/MOU) between multiple organizations? D3. Does this project or program require multiple resource partners (e.g., technical assistance and funding resources)? Include contact information if known. **F. COST ESTIMATES/FINANCIAL CONSIDERATIONS** F2. What funding and/or other resources are available to develop and implement the project or program?

CONSIDERATIONS
What BENEFITS do these OPTIONS provide?
	A. PROJECT OR PROGRAM DESCRIPTION
	A5. Project or program benefits. How does the project or program:
	    ▪ Stimulate the community's economy or create economic opportunities?
	    ▪ Illustrate recovery activity?
	    ▪ Provide connections to other activities, sectors or resources?
	    ▪ Benefit the community as a whole?
	    ▪ Contribute to the community's quality of life?
	
	C. IMPORTANCE FOR RECOVERY
	C2. How would the project or program help achieve the post-disaster community vision?
	C4. How does the project or program support sustainable development or practices through efficient use of energy, land and natural resources?
	C6. How does the project or program build community capacity (the community's ability to manage recovery activities efficiently and effectively)?

CONSIDERATIONS
What CHALLENGES do these OPTIONS present?
	B. PROJECT OR PROGRAM IMPACT
	  B4. Is this project or program a precondition for any other activities?
	
	D. COMMUNITY SUPPORT AND COORDINATION
	  D1. Is there an agency or organization whose approval of the project or program is required? Include contact information if known.
	  D2. Is project or program part of a multi-agency effort? Are there Memoranda of Agreement/Understanding (MOA/MOU) between multiple organizations?
	  D3. Does this project or program require multiple resource partners (e.g., technical assistance and funding resources)? Include contact information if known.
	  D4. What support by community has been documented?
	  D5. Does the community have the workforce and resources to sustain the project or program?
	
	E. PHASING
	  E1. Does this project or program have any prerequisites?
	  E3. Is the project or program achievable within a three- (3) to five- (5) year timeframe?
	
	F. COST ESTIMATES/FINANCIAL CONSIDERATIONS
	  F6. Identify any funding gaps.
	
	G. FEASIBILITY
	  G1. Is the project or program feasible (high, moderate, low likelihood of becoming a reality)? For example, does the project or program have any significant obstacles or challenges?

RESOURCES
What internal and external RESOURCES are available to pursue these OPTIONS?
	D. COMMUNITY SUPPORT AND COORDINATION
	  D1. Is there an agency or organization whose approval of the project or program is required? Include contact information if known.
	  D5. Does the community have the workforce and resources to sustain the project or program?
	
	F. COST ESTIMATES/FINANCIAL CONSIDERATIONS
	  F2. What funding and/or other resources are available to develop and implement the project or program?

DECISION What is the preferred PROJECT OR PROGRAM OPTION?	**G. FEASIBILITY** G1. Is the project or program feasible (high, moderate, low likelihood of becoming a reality)? For example, does the project or program have any significant obstacles or challenges?
NEXT STEPS What must be done to move the preferred option forward?	**H. NEXT STEPS** H1. What are the next steps in connecting the project or program to other initiatives in the community? To the community as a whole?

ESF #14 LONG-TERM COMMUNITY RECOVERY
PROJECT + PROGRAM DEVELOPMENT GUIDE (PDG)

ESF #14
LONG-TERM COMMUNITY RECOVERY

FEMA

COMMUNITY	River City
PROJECT OR PROGRAM NAME	Establish a Housing Resource Office
SECTOR	Housing
PROJECT CHAMPION	Charles Macintosh Housing Committee Chairperson
	Name *Title*
CONTACT INFORMATION	(555) 555-5555 charles.macintosh@rivercity.gov
	Phone *Cell* *E-mail*
DATE	May 8, 2009
COMMUNITY VISION	Creating a strong community devoted to family, fostering business and working together for future growth.

A. PROJECT OR PROGRAM DESCRIPTION

☐ **A1. Background (include disaster impacts associated with the project or program).**
The Green Back River Flood 2008 breached the River City levee, flooding approximately 25 square miles of Standard County.

River City was an economically depressed, middle-income town of 27,930 in population prior to the flood. All businesses and housing structures were flooded, most having FEMA damage repair estimates greater than 50 percent of their assessed pre-flood value.

☐ **A2. Project or program description.**
Understanding the large number of housing options, programs, assistance and requirements can be overwhelming, especially following a disaster. The technical aspects of many housing programs are considerable. The creation of a housing resource office meets the needs of River City and Standard County residents who must rebuild or find a home after the disaster.

A housing resource office will provide city and county homeowners, renters, builders and developers with information on financial assistance and housing options. The housing office will provide information and assistance in a targeted user-friendly environment to support informed decisions, including:

- Affordable housing design.
- Sustainable building concepts.
- Consumer protection and insurance advocacy.
- Housing financing and funding opportunities for home buyers, builders, developers, government and nonprofit entities.
- Information and assistance with permitting and inspection processes.
- Financial counseling.
- Home buying seminars.

☐ **A3. Project or program type (e.g., program, policy, capital project, technical assistance).**
Program.

☐ **A4. Scope of work.**
Register and establish the housing resource office as a 501(c)(3) nonprofit to serve the city and county. After registration, the housing resource office will require initial funding for the cost of office space and staff. The *ESF #14 LTCR Resource Guide* provides potential funding from Federal, State, corporate and foundation sources. The housing resource office will be housed within the city/county building or zoning offices with one full-time and one part-time staff member to be hired and trained. An Economic Driver University (EDU) two (2) year fellowship program will be created to fund the pursuit of long-term approaches and methods for the design and construction

☐ **A5. Project or program benefits. How does the project or program:**

of affordable and sustainable housing. Staff will work with the city and EDU to develop systems to expedite the permitting and inspection process, reduce the time to build and occupy housing and encourage cost-effective sustainable housing construction. The housing resource office location will streamline the process for users and minimize the burden and complexity of the rebuilding process. After project start-up funding is awarded, staff will be responsible to work toward becoming self-sustaining by independently pursuing Federal, State, corporate and foundation funding for continued operation.

▪ Stimulate the community's economy or create economic opportunities?
Redevelopment will be made more readily attainable by staff assisting the city in developing a more efficient system to expedite the permitting and inspection process, reduce the time to build and occupy housing and encourage cost-effective sustainable housing construction.

▪ Illustrate recovery activity?
Project makes recovery highly visible as it expedites the building permit and inspection process, encouraging a more timely rebuilding process.

▪ Provide connections to other activities, sectors or resources?
Project is connected to overall community reconstruction efforts and will connect projects together through the required permit and inspection process and will provide potential funding sources for projects.

▪ Benefit the community as a whole?
Project encourages a sense of pride in River City and will attract new residents to the community as they view the expedited rebuilding progress of the new city.

▪ Contribute to the community's quality of life?
Project ensures structures are built using Leadership in Energy and Environmental Design (LEED) design standards, setting the design standard for new community development. Project site offers the community one location for information on housing options, financial assistance and funding, permitting and inspection, expediting the recovery.

☐ **A6. What are options/alternatives for this project or program? Why is this option/alternative chosen?**
Options include developing a new planned duplex development, redeveloping FEMA mobile home group site and establishing a housing resource office. Establishing a housing resource office was chosen based on its importance to every redevelopment activity. The housing resource office will be established first and the other options could be implemented soon after.

☐ **A7. Identify development and implementation timeframe(s). If implementation has begun, identify start date and provide a brief description of work to date.**
Project development is scheduled to occur within 90 days beginning March 2009. Implementation begins shortly there after with the beginning of spring construction and reconstruction.

B. PROJECT OR PROGRAM IMPACT

☐ **B1. Describe demographics of populations impacted by the project or program.**
Project benefits the median and low-income population of River City and surrounding Standard County as all housing structures in River City were flooded, with most having FEMA damage repair estimates greater than 50 percent of their assessed pre-flood value.

☐ **B2. What other persons or organizations might impact this project or program?**
Property owners who accept the FEMA Hazard Mitigation Grant Program (HMGP) acquisitions.

☐ **B3. Describe geographic area of impact.**
River City and surrounding Standard County.

☐ **B4. Is this project or program a precondition for any other activities?**
Project is not a prerequisite but will be useful for recovery housing, redevelopment and clean up projects that require permitting.

C. IMPORTANCE FOR RECOVERY

☐ **C1. Is this a Long-Term Community Recovery (LTCR) project or program or general recovery project or program?**
LTCR program to help improve upon post and pre-flood housing conditions.

☐ **C2. How would the project or program help achieve the post-disaster community vision?**
This project will display the community's commitment to restoring existing housing and expanding new housing opportunities in downtown River City.

☐ **C3. How does the project or program incorporate best practices for reducing future loss?**
Project helps implement and inform residents and contractors on new building codes, improving the building stock of the town.

☐ **C4. How does the project or program support sustainable development or practices through efficient use of energy, land and natural resources?**
Project will encourage the use of LEED building standards resulting in more energy efficient and sustainable municipal development. It would assist in the rehabilitation of existing flood damaged homes and build new homes in the town's core, encouraging a strategy of infill development as opposed to sprawl.

☐ **C5. How does the project or program increase recovery benefits, such as through connections to other activities?**
Project would highlight locations and opportunities for housing and business development such as in the port authority's rail spur development area. Opportunities for additional connections to recreational facilities and the river would also be available.

☐ **C6. How does the project or program build community capacity (the community's ability to manage recovery activities efficiently and effectively)?**
Project will build capacity through the coordination and administration of all information regarding house building and rebuilding process.

D. COMMUNITY SUPPORT AND COORDINATION

☐ **D1. Is there an agency or organization whose approval of the project or program is required? Include contact information if known.**
City of River City and Standard County.

☐ **D2. Is this project or program part of a multi-agency effort? Are there Memoranda of Agreement/Understanding (MOA/MOU) between multiple organizations?**
Project will be administered by City of River City and Standard County.

☐ **D3. Does this project or program require multiple resource partners (e.g., technical assistance and funding resources)? Include contact information if known.**
Resource partners are the City of River City, Standard County, Regional Planning Commission (RPC), U.S. Department of Labor (DOL), U.S. Department of Housing and Urban Development (HUD).

☐ **D4. What support by the community has been documented?**
Community support was documented with resolutions of support from the city and county authorities.

☐ **D5. Does the community have the workforce and resources to sustain the project or program?**
Yes, if the one (1) full-time and one (1) part-time staff person become self sustaining after two (2) years.

E. PHASING

☐ **E1. Does this project or program have any prerequisites?**
No.

☐ **E2. Identify any opportunities to implement the project or program in phases.**
Yes, funding to open and operate the office can be awarded prior to hiring and training the staff.

☐ **E3. Is the project or program achievable within a three- (3) to five- (5) year timeframe?**
Yes, project will begin within 30 days of funding award and its expected implementation within three (3) weeks thereafter.

F. COST ESTIMATES/FINANCIAL CONSIDERATIONS

☐ **F1. Anticipated project or program costs (attach a separate page if necessary).**
$60,000 for staff one (1) full-time; one (1) part-time; $50,000 Economic Driver University (EDU) Fellowship Program; $100,000 resource office space; total cost $210,000.

☐ **F2. What funding and/or other resources are available to develop and implement the project or program?**
$140,000 insurance proceeds; $182,000 FEMA Public Assistance (PA).

☐ **F3. What other funding is committed?**
No other funding is committed.

☐ **F4. What other funding has been expended.**
No other funding has been expended.

☐ **F5. Identify a detailed operational budget (attach a separate page if necessary).**
See attached spreadsheet.

☐ **F6. Identify any funding gaps.**
$210,000 for the complete project.

☐ **F7. If funding gaps exist, what are likely sources of funding?**
Economic Development Administration (EDA); U.S. Department of Agriculture (USDA) – Rural Development; U.S. Department of Labor (DOL); city general revenue.

G. FEASIBILITY

☐ **G1. Is this project or program feasible (high, moderate, low likelihood of becoming a reality)? For example, does the project or program have any significant obstacles or challenges?**
Project is feasible and has a high likelihood of becoming reality if the funding of the positions is awarded. This is also the project's major challenge.

H. NEXT STEPS

☐ **H1. What are the next steps in connecting the project or program to other initiatives in the community? To the community as a whole?**
- Construct a facility to showcase sustainable and model green concepts.
- Work with the city and EDU to develop one-stop-shop for building information and permitting.

ESF #14
LONG-TERM COMMUNITY RECOVERY

ESF #14 LONG-TERM COMMUNITY RECOVERY
PROJECT + PROGRAM
DEVELOPMENT GUIDE (PDG)

FEMA

COMMUNITY	River City
PROJECT OR PROGRAM NAME	Economic Development Plan
SECTOR	Economy
PROJECT CHAMPION	Milton Friedman — Economic Recovery Committee Chairperson
	Name / Title
CONTACT INFORMATION	(555) 555-5555 / milton.friedman@rivercity.gov
	Phone / Cell / E-mail
DATE	May 8, 2009
COMMUNITY VISION	Creating a strong community devoted to family, fostering business and working together for future growth.

A. PROJECT OR PROGRAM DESCRIPTION

☐ **A1. Background (include disaster impacts associated with the project or program).**
The Green Back River Flood of 2008 breached the River City levee, flooding approximately 25 square miles of Standard County.

River City was an economically depressed, middle-income town prior to the flood. All the businesses and homes were flooded, with most having FEMA damage repair estimates greater than 50 percent of their assessed pre-flood value.

☐ **A2. Project or program description.**
A committee consisting of members from the City of River City, Standard County, port authority, create an economic development plan that will guide efforts of the port authority, Standard County and the City of River City to proactively attract new business and jobs to the area and retain and strengthen existing industries. The economic development plan will provide a general evaluation of Standard County's economic condition and identify market and workforce development opportunities, as well as specific strategies for emerging rail, port and bio-fuel industries and small business development.

☐ **A3. Project or program type (e.g., program, policy, capital project, technical assistance).**
Program.

☐ **A4. Scope of work.**
The economic development plan would be cover the following three (3) steps:
1. Economic evaluation and market assessment.
   Conduct a Strengths, Weaknesses, Opportunities, Threats (SWOT) analysis of the community. Assess the county's political framework, physical, financial, human, cultural and social assets to determine the county's economic competitiveness. A market analysis evaluates business sectors such as service, retail and tourism to understand where market leakage occurs and how to capture demand within the county. In addition, this section of the plan identifies ways to enhance the existing small business atmosphere with a focus on downtown River City.

2. Emerging industry opportunities.
   This step identifies market opportunities first outlined in the Standard County *Port Authority's Strategic Market Assessment (March 2006)*. For example, the port authority's market assessment identifies opportunities such as the construction of a general purpose cargo facility to capture shipping business along the river, an operation that refines soy and corn into bio-fuel and enhances the transportation infrastructure by way of a railroad spur out to the port authority property along the river. A portion of the spur (8,700 feet) is permitted, funded and expected to be completed by the end of 2009. The first phase of the spur creates opportunities for

3. Leverage Harlequin Riverboat Dinner Theater success.
The Harlequin Riverboat Dinner Theater is a small but successful regional theater which is currently changing ownership. It will likely be purchased and remain in the community. It is important to work with the new ownership group to continue to collaborate on joint ventures and seek other opportunities to cross promote the theater. If the theater is not purchased by another ownership group, the community should evaluate progressive strategies for retaining the theater. One possibility is developing a foundation to acquire the business and turn it into a community owned theater so that it broadly benefits the community. It is also important to identify enabling tactics to attract new businesses that would appeal to theater visitors as well as community residents (e.g., antiques, restaurants, park vendors, arts and crafts.) which would position River City as a multiple attraction destination.

A5. Project or program benefits. How does the project or program:

- Stimulate the community's economy or create economic opportunities?
Project would provide support to new business development in River City and would begin the process of long-term economic renewal for the city.

- Illustrate recovery activity?
Project makes recovery highly visible through the many opportunities for public input and participation in plan creation and implementation.

- Provide connections to other activities, sectors or resources?
Project will encourage businesses that capitalize on the dinner theater, bio-fuel industry and updated rail and port facilities.

- Benefit the community as a whole?
Project will encourage the creation of additional sources and venders of local goods and services and in turn increase the city's tax base.

- Contribute to the community's quality of life?
Projects will be built using Leadership in Energy and Environmental Design (LEED) design standards that will improve the overall quality of the community and set new design and construction standards.

A6. What are options/alternatives for this project or program? Why is this option/alternative chosen?
Options include creating a workforce development program, creating a community development corporation or creating an economic development plan. Creating an economic development plan was chosen as it better utilized funding by leveraging existing port development efforts to broaden economic development planning in the city.

A7. Identify development and implementation timeframe(s). If implementation has begun, identify start date and provide a brief description of work to date.
Project development timeframe would be 90 days beginning March 2009. Implementation is expected to begin immediately after plan approval.

B. PROJECT OR PROGRAM IMPACT

B1. Describe demographics of populations impacted by the project or program.
Project would benefit the entire business community of River City as all the businesses were flooded and most had FEMA damage repair estimates greater than 50 percent of their assessed pre-flood value.

B2. What other persons or organizations might impact this project or program?
Business groups that choose to develop along proposed rail spur or near the successful riverboat dinner theater.

B3. Describe geographic area of impact.
Greater River City business community which includes River City and portions of Standard County.

B4. Is this project or program a precondition for any other activities?
Project is not a prerequisite though it does provide valuable information for broad based future development of all types in River City.

C. IMPORTANCE FOR RECOVERY

C1. Is this a Long-Term Community recovery (LTCR) project or program or general recovery project or program?
LTCR project helps restore and enhance pre-flood businesses and encourage new business.

C2. How would the project or program help achieve the post-disaster community vision?
This project will display the community's commitment to restoring existing business and expanding business opportunities in downtown River City.

development of additional industrial properties along its length. The final section of the rail spur, approximately 5,000 feet in length to reach the port property, requires funding.

☐ **C3. How does the project or program incorporate best practices for reducing future loss?**
Project recovery effort increases local capacity and coordination as the community experiences real disaster project management and resource coordination and also emphasizes the importance of best building practices. These efforts and experience will better prepare the community for enduring future disasters and administering recovery.

☐ **C4. How does the project or program support sustainable development or practices through efficient use of energy, land and resources?**
Project will encourage the use of LEED building standards resulting in more energy efficient and sustainable in place commercial development.

☐ **C5. How does the project or program increase recovery benefits, such as through connections to other activities?**
Project will highlight locations and opportunities for business development in the port authority's proposed rail spur development area and along the river near the successful Harlequin Riverboat Theater.

☐ **C6. How does the project or program build community capacity (the community's ability to manage recovery activities efficiently and effectively)?**
Project will build capacity through the coordination and administration that the community will provide as part of managing the project. By managing this project the community will learn recovery project communication and coordination skills and what entities and individuals they need to approach to keep the project moving forward.

D. COMMUNITY SUPPORT AND COORDINATION

☐ **D1. Is there an agency or organization whose approval of the project or program is required? Include contact information if known.**
River City and Standard County.

☐ **D2. Is this project or program part of a multi-agency effort? Are there Memoranda of Agreement/ Understanding (MOA/MOU) between multiple organizations?**
Yes, River City, Standard County, Standard County Port Authority, Harlequin Riverboat Dinner Theater, State Department of Economic Development and Regional Planning Commission are part of the effort. There are not MOAs between organizations.

☐ **D3. Does this project or program require multiple resource partners (e.g., technical assistance and funding resources)? Include contact information if known.**
The resource partners are the City of River City, Standard County, Standard County Port Authority, Harlequin Riverboat Dinner Theater, State Department of Economic Development and Regional Planning Commission.

☐ **D4. What support by the community has been documented?**
Community support was documented at the community ESF #14 LTCR Open House and Workshop with note taking and comment cards.

☐ **D5. Does the community have the workforce and resources to sustain the project or program?**
Yes.

E. PHASING

☐ **E1. Does this project or program have any prerequisites?**
Project is building on the county Economic Development Assessment being implemented by the Economic Driver University (EDU) and Standard County.

☐ **E2. Identify any opportunities to implement the project or program in phases.**
Yes, the SWOT could be completed as a first phase.

☐ **E3. Is the project achievable within a three- (3) to five- (5) year timeframe?**
Yes.

F. COST ESTIMATES/FINANCIAL CONSIDERATIONS

☐ **F1. Anticipated project or program costs (attach a separate page if necessary).**
$51,000.

☐ **F2. What funding and/or other resources are available to develop and implement the project or program?**
$30,000 National Financial Grant.

☐ **F3. What other funding is committed?**
No other funding is committed.

☐ **F4. What other funding has been expended?**
No other funding has been expended.

☐ **F5. Identify a detailed operational budget (attach a separate page if necessary).**
See attached spreadsheet.

☐ **F6. Identify any funding gaps.**
$21,000.

☐ **F7. If funding gaps exist, what are likely sources of funding?**
State Economic Development Grant.

G. FEASIBILITY

☐ **G1. Is this project or program feasible (high, moderate, low likelihood of becoming a reality)? For example, does the project or program have any significant obstacles or challenges?**
Project is feasible and has a high likelihood of becoming reality. Project has no fatal flaws.

H. NEXT STEPS

☐ **H1. What are the next steps in connecting the project or program to other initiatives in the community? To the community as a whole?**
1. Economic Driver University (EDU) is implementing a county *Economic Development Assessment*. Continue to partner with EDU to determine additional work needed to accomplish the *Economic Development Assessment*.
2. Identify and obtain necessary funding for additional study recommendations not addressed in EDU scope of work.
3. Solicit community input on proposed Riverboat Regional Theater acquisition, if sale does not occur.

ESF #14 LONG-TERM COMMUNITY RECOVERY
PROJECT + PROGRAM DEVELOPMENT GUIDE (PDG)

ESF #14 LONG-TERM COMMUNITY RECOVERY

FEMA

COMMUNITY	River City
PROJECT OR PROGRAM NAME	Rebuild City Hall Building or Municipal Complex
SECTOR	Infrastructure + Environment
PROJECT CHAMPION	John Hammer Mayor, Infrastructure Committee Member
	Name Title
CONTACT INFORMATION	(555) 555-5555 john.hammer@rivercity.gov
	Phone Cell E-mail
DATE	May 8, 2009
COMMUNITY VISION	Creating a strong community devoted to family, fostering business and working together for future growth.

A. PROJECT OR PROGRAM DESCRIPTION

☐ **A1. Background (include disaster impacts associated with the project or program).**
The Green Back River Flood 2008 breached the River City levee, flooding approximately 25 square miles of Standard County.

River City was an economically depressed, middle-income town of 27,930 people prior to the flood. All businesses and civic structures were flooded, most having FEMA damage repair estimates greater than 50 percent of their assessed pre-flood value. City hall had the most significant damage and must be reconstructed first.

☐ **A2. Project or program description.**
Rebuild city hall with a multifunctional municipal building consisting of the city hall and a community meeting center, which will house community, city and county public meetings. The project would be designed in such a way as to allow the addition of other municipal facilities that utilize the common meeting space of the community meeting center. In this way each facility is constructed as its own phase and its own location within a civic block or municipal campus.

☐ **A3. Project or program type (e.g., program, policy, capital project, technical assistance).**
Capital.

☐ **A4. Scope of work.**
City hall was located at the northwest corner of Main Street and Des Moines Avenue. The recommended location for the new city hall is adjacent to other public facilities in a civic block bounded by Wisconsin Avenue, Oak Street, Iowa Street and Main Street. In addition to city hall, other public offices located on this block could include a rebuilt library and historic museum as well as new community arts center. The post office would be an appropriate element on this block.

The civic block arrangement provides an opportunity to design and build multiple buildings, with shared common space, restrooms and building systems, reducing construction costs and increasing the efficiency of land use within the block. Together, these facilities would serve as an anchor to Main Street businesses and offer a centralized location for city facilities and city or other community services.

City hall would continue to provide space for administrative offices, permitting services and conference rooms. In addition, an adjoining community meeting center would create meeting space and a public meeting chamber, which could accommodate all public boards, such as, city council, county commission, school board and hospital board. The public meeting chamber can be designed and constructed as funds become available.

A5. Project or program benefits. How does the project or program:

- Stimulate the community's economy or create economic opportunities?
  Project would provide economic stimulus in the form of temporary skilled trades' employment during project construction. The centralized location of services would bring more people downtown to frequent business and would improve the image of the city, making it a more attractive for development and redevelopment projects.

- Illustrate recovery activity?
  Project makes recovery highly visible as this will be the first brick-and-mortar project undertaken for the community and signifies a continued commitment to downtown.

- Provide connections to other activities, sectors or resources?
  Project would be the first phase in a larger effort to construct a municipal campus encompassing a city block.

- Benefit the community as a whole?
  Project would encourage a sense of pride in the community as they reviewed the progress of the construction of their municipal campus. The project would centralize city and county disaster response and command functions, increasing the community's ability to address future emergencies or disasters.

- Contribute to the community's quality of life?
  Project would be built using Leadership in Energy and Environmental Design (LEED) design standards, setting a new benchmark for community development. Project site would offer the community a single location to address all city and county business.

A6. What are options/alternatives for this project or program? Why is this option/alternative chosen?
Options include making structural improvements to city hall at existing site, constructing a new city hall on a city-owned lot or construct city hall with or without the community meeting center at an identified location downtown.

A7. Identify development and implementation timeframe(s). If implementation has begun, identify start date and provide a brief description of work to date.
Project construction is expected to start within 12 months of funding award.

B. PROJECT OR PROGRAM IMPACT

B1. Describe demographics of populations impacted by the project or program.
River City and surrounding Standard County had a household median income of $38,500 and a higher than State average 6.5 percent unemployment rate prior to the flood. Project would benefit the general population by concentrating city and county services in one place and reinvesting in the county's largest community.

B2. What other persons or organizations might impact this project or program?
Downtown property owners who own needed parcels or oppose municipal development downtown. Outlying Standard County residents who don't want to come into town.

B3. Describe geographic area of impact.
Greater River City and Standard County.

B4. Is this project or program a precondition for any other activities?
Project is a prerequisite for the civic projects to follow on municipal campus.

C. IMPORTANCE FOR RECOVERY

C1. Is this a Long-Term Community Recovery (LTCR) project or program or general recovery project or program?
This is a LTCR Project to help improve upon pre-flood municipal structural condition.

C2. How would the project or program help achieve the post-disaster community vision?
This project would display the community's commitment to restoring existing business and expanding business opportunities in downtown River City.

C3. How does the project or program incorporate best practices for reducing future loss?
Project recovery effort increases local capacity and coordination by the very nature of city and county official's accepting the responsibility of managing the plans and projects from start to finish. Project would incorporate flood resistant construction materials and methods. The project would also provide centralized command to better facilitate effective responses to future disasters.

C4. How does the project or program support sustainable development or practices through efficient use of energy, land and natural resources?
Project will encourage the use of LEED building standards resulting in more energy efficient and sustainable municipal development.

☐ **C5. How does the project or program increase recovery benefits, such as through connections to other activities?**
Project would highlight locations and opportunities for additional business development and redevelopment in the downtown and in the port along the river. Project would also spur opportunities connecting city and county recreation facilities.

☐ **C6. How does the project or program build community capacity (the community's ability to manage recovery activities efficiently and effectively)?**
Project will build capacity through the coordination and administration, which the city and county will provide as part of managing the project. The Project would also provide centralized command to better facilitate effective responses to future disasters.

D. COMMUNITY SUPPORT AND COORDINATION

☐ **D1. Is there an agency or organization whose approval of the project or program is required? Include contact information if known.**
City of River City and Standard County.

☐ **D2. Is this project or program part of a multi-agency effort? Are there Memoranda of Agreement/Understanding (MOA/MOU) between multiple organizations?**
Project is part of multi-agency effort. Project will be administered by the City of River City and Standard County. MOAs have not been signed.

☐ **D3. Does this project or program require multiple resource partners (e.g., technical assistance and funding resources)? Include contact information if known.**
Resource partners are the City of River City, Standard County, FEMA Public Assistance and Mitigation and the Regional Planning Commission.

☐ **D4. What support by the community has been documented?**
Community support was documented at the ESF #14 LTCR Community Open House and Workshop through comments received.

☐ **D5. Does the community have the workforce and resources to sustain the project or program?**
Yes. The city and county plan on managing the project from start to finish.

E. PHASING

☐ **E1. Does this project or program have any prerequisites?**
Project is building on the *Economic Development Assessment* being implemented by the Economic Driver University (EDU) and Standard County.

☐ **E2. Identify any opportunities to implement the project or program in phases.**
Yes, city hall construction can be competed as a first phase prior to completing the community meeting center.

☐ **E3. Is the project achievable within a three- (3) to five- (5) year timeframe?**
Yes, project will begin construction 12 months from funding award.

F. COST ESTIMATES/FINANCIAL CONSIDERATIONS

☐ **F1. Anticipated project or program costs (attach a separate page if necessary).**
$473,000 for the city hall; $988,000 for community meeting room.

☐ **F2. What funding and/or other resources are available to develop and implement the project or program?**
$140,000 in insurance proceeds; $182,000 FEMA Public Assistance (PA)

☐ **F3. What other funding is committed?**
No other funding is committed.

☐ **F4. What other funding has been expended?**
No other funding has been expended.

☐ **F5. Identify a detailed operational budget (attach a separate page if necessary).**
See attached spreadsheet.

☐ **F6. Identify any funding gaps.**
$151,000 for city hall construction; $1,139,000 for city hall and community meeting room construction.

☐ **F7. If funding gaps exist, what are likely sources of funding?**
Economic Development Administration (EDA), U.S. Department of Agriculture (USDA) – Rural Development, city general revenue.

G. FEASIBILITY

☐ **G1. Is this project or program feasible (high, moderate, low likelihood of becoming a reality)? For example, does the project or program have any significant obstacles or challenges?**
Project is feasible and has a high likelihood of becoming reality because it can be done in phases. Project has no fatal flaws.

H. NEXT STEPS

☐ **H1. What are the next steps in connecting the project or program to other initiatives in the community? To the community as a whole?**
Rebuild City Hall Project will offer the greater River City/Standard County community reasons to have community activities downtown in a redeveloped county seat of government. The consolidation of government services in River City will naturally draw people downtown, providing the community with the audience for events and for advertising future events. In time, business and recreational activities will grow, more government services will be consolidated downtown and River City will become a more attractive place for people to move to. This project could be easily completed with other LTCR or General Recovery projects in town.

COMMUN...
VISION + G...

ECONOMY   HOUSING

RESOURCE
PARTNERS   PROJECT 1   PROJEC...

FUNDING

TECHNICAL
ASSISTANCE

LTCR   BOARDS OR   PROJECT...
STAKEHOLDER   COMMISSIONS   SPECIFIC GR...
GROUPS   OR TASK FO...

STAKEHOLDERS / ORGANIZATION...

ESF #14 Long-Term Community Recovery (LTCR) is a community-focused Federal, State and local initiative. It helps disaster-impacted communities identify opportunities for a more effective recovery, facilitate partnerships that leverage a community's recovery and maximize the use of recovery resources. One (1) of 15 Emergency Support Functions (ESFs) authorized in the *National Response Framework* that guides the Federal response to disasters with significant impacts, ESF #14 LTCR is a Federal Emergency Management Agency (FEMA) Program.

This **DRAFT** version of the ESF #14 LTCR ToolBox and Tools is released with expedited review and is intended to meet the immediate needs of Midwest communities impacted by tornadoes and floods of 2008. It is expected that subsequent revisions will be made to the LTCR ToolBox and Tools as a result of continued refinement of the LTCR Targeted Technical Assistance and Planning support process.

NITY
GOALS

INFRASTRUCTURE/
ENVIRONMENT

OTHER
SECTORS

PROJECT 2

T 3

COMPREHENSIVE
LAND USE PLAN

TRANSPORTATION
IMPROVEMENT
PROGRAM (TIP)

ECONOMIC
DEVELOPMENT
PLAN

HAZARD MITIGATION
PLAN

CAPITAL IMPROVEMENT
PLAN

OTHER
PLANS

OTHER RECOVERY/
GENERAL COMMUNITY
PROJECTS

OTHER
RECOVERY
STAKEHOLDERS
OR COMMUNITY
GROUPS

NONPROFIT
ORGANIZATIONS
OR PRIVATE
CORPORATIONS
(BUSINESSES)

OUP
RCE

NS / LOCAL GOVERNMENTS

ESF #14
LONG-TERM COMMUNITY RECOVERY